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ABSTRACT

A brief concerning the "Preliminary Report of the Committee on the Future Role of Universities in Ontario" is presented. The following objectives of Ontario universities are endorsed: developing a more educated populace, education and training for the professions, providing for study at the highest intellectual level and for development and evaluation of basic and applied research, and providing service to the community. In addition, the following topics are considered: accessibility, academic standards, and the inseparability of teaching and research/scholarship. It is stressed that these objectives cannot be dissociated from funding. Models postulated in the Report are examined against the background of the past decade. It is suggested that only Model 1a, which allows for modest real growth, would make it possible to enhance the ability of the University system to meet its recognized objectives, but even this model would do little to repair the damage of the past years' financial constraints as expressed partly by the deterioration and obsolescence of scientific equipment and weakened library holdings. It is suggested that the role of any system structure would be to promote advice to the government on the needs of the universities in the context of provincially-defined objectives, and to monitor the actions of universities in relating their plans to provincial objectives. The need for cooperation among colleges and at the provincial level is noted, and it is suggested that the Council of Ontario Universities continue its role as a consultative advisory body. (SW)

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UNIVERSITIES AND THE FUTURE OF ONTARIO:

A FOUNDATION ON WHICH TO BUILD

Response of the Council of Ontario Universities

to the Preliminary Report of the

Committee on the Future Role of Universities in Ontario

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May 1981

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EXECUTIVE SUMMARY

After an Introduction commending the Preliminary Report of the Committee on the Future Role of Universities in Ontario for its compelling and accurate portrait of the academic and financial situation of Ontario universities, the COU response opens with a consideration of the contribution universities can and should make in the future development of the Province. Rapid innovative advances in applied research and development are seen as fundamentally dependent on highly qualified human capital and on a strong and well-maintained university scientific base.

The central portion of the brief addresses the objectives of Ontario universities, endorsing and amplifying the presentation of the Preliminary Report under the following headings:

- Developing a More Educated Populace,
- Education and Training People for the Professions,
- Providing for Study at the Highest Intellectual Level AND Basic and Applied Research: Development and Evaluation,
- Providing Service to the Community.

Other important topics reviewed are accessibility, academic standards, and the inseparability of teaching and research/scholarship. It is stressed that these objectives cannot be dissociated from funding. Unless the latter is markedly improved, the former must be scaled down.

Dealing with the specifics of funding, COU examines the models postulated in the Report against the background of the past decade. Only one of them, Model 1a, which allows for modest real growth, would make it possible to enhance the ability of the university system to meet its recognized objectives, but even this model would do little to repair the damage of the past years' financial constraints as expressed, in part, by the deterioration and obsolescence of scientific equipment and weakened library holdings. Council observes that there is no significant catch-up overall in Model 1a. If a simplified OCUA model had been consistently applied for the last decade, funding for 1981-82 would be 19% higher than it will be. Extending Model 1a to 1990-91 does not bring the level of funding even close by then to COU's reconstructed values for 1981-82; it is still 7% less. Despite its possible inadequacies, Model 1a is to be clearly preferred over the other bleaker scenarios, if there is to be any hope of achieving a desirable combination of Provincial objectives as outlined in the Preliminary Report.

The future implications of the other models are examined in turn. All of them would entail reductions in faculty numbers, and would represent a tragic waste of highly skilled human resources which should be utilized in the service of the Province.

Council urges the Committee in its final report to address the capital needs of Ontario universities in the 1980s, while repairs for the maintenance of building fabric and renovations to allow adaptations to changing needs can still be effected at reasonable cost.

The concluding section of the COU response comments on the "Structure of the System". COU believes that the issue of structure can be reviewed intelligently only if there is a clear definition of the objectives that government wishes the universities to fulfil, and a clear description of a policy and institutional framework conceived as suitable to realize these objectives. It is essential to confirm what elements of management under provincially defined objectives can best be effected by the institutions, working individually and in cooperation with one another. With clearly defined provincial objectives against which to measure the validity of institutional initiatives, and with funding levels sufficient to achieve these objectives, individual universities should exercise responsible autonomy in the management of their resources. The role of any 'system structure' which might result would be to promote advice to the government on the needs of the universities in the context of these objectives, and to monitor the actions of universities in relating their plans to provincial objectives.

Would a worsening financial future require greater outside intervention in university decision-making? Possibly only in extremis, if institutional closure were required. Over the past few years the universities have adapted to significant underfunding without central direction. COU is not convinced that the outcome is a system of lower quality than might have been achieved through system planning with centralized executive authority. Short of the necessity for drastic measures, COU does not favour an increased degree of central control.

The COU response concludes by commenting on interinstitutional cooperation, both informal among sub-sets of the universities, and more formal at the provincial level through COU. Such voluntary cooperation is seen as desirable where practical, but it is stressed that in no way can cooperative activities solve the problems arising from basic underfunding.

Council concurs in the Committee's view that "COU is not the appropriate body to assume decision-making responsibilities on behalf of the system." COU should continue its roles as a consultative advisory body, communications vehicle, research agency, and manager of cooperative activities. With reference to system planning, COU wishes to be deeply involved in analysis and in evaluation of academic quality (at the graduate level), but should not become the planning authority.

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INTRODUCTION

The Preliminary Report of the Committee on the Future Role of Universities in Ontario is admirable. It is simple in its organization, clear in its logic, stark in its rhetoric, and above all both accurate and succinct in its account of where the universities of Ontario now are, academically and financially, and where they could be by 1990, given certain decisions in the next few months. The issues that are clearly set out are major ones in the life of this province and nation. Some of the possibilities foreseen spell great promise and some spell disaster for many of the highest achievements of our people.

Basically the report says that we in Ontario since World War II, and especially since 1960, have fashioned a powerful, diverse and very effective group of universities which, taken together and separately, have major achievements to their credit and still have enormous capacity for future service if they are adequately supported. The dark side of the picture is that the universities now appear doomed to decline both quantitatively and qualitatively <u>if</u> the Government of Ontario does not commit itself to a turnaround in the levels of funding that have become familiar in recent years.

The Preliminary Report poses a question, then, to the Government and people of Ontario. Will you commit yourselves to carrying through

with the high-level enterprise of university education, research and community service that you have begun so well or will you now, through lack of commitment to what the universities can do for our society, permit them to weaken so that none of the admirable goals publicly articulated by the Premier and the Ontario Council of University Affairs can be effectively carried out? Put in more operational terms, the question becomes: Will you increase the level of financial support or will you scale down your expectations of the universities?

The purpose of this response from the Council of Ontario Universities to the Preliminary Report is to comment on, amplify, and endorse the objectives discussed in it. We also make certain observations on funding levels in relation to those objectives. Finally we present the views of the Council of Ontario Universities on the "Structure of the System."

UNIVERSITIES AND THE FUTURE OF ONTARIO

> Canada in the 19th century lived largely by its muscle; in the 20th century we have relied mainly on our resources; if we are to find a place for ourselves in the 21st century we must, between now and then, learn to live by our wits. In that struggle our universities can be our most powerful weapon.[1]

The title of our response to the Committee's Preliminary Report is a deliberate variant on the name of the Committee, for we believe that consideration of the future role of the universities must begin with consideration of the future of Ontario.

The Committee introduces its Report by commenting on the transformation of the economic, social, and cultural life of Ontario since the end of the Second World War, and relates this transformation to educational development:

> Such developments have been realized only by an increase in the educational level of the population, through the combined efforts of highly educated professionals - scientists, social scientists, engineers and managers, primarily university-trained - and a skilled labour force.... Educational policy has been aimed at meeting the need for a highly educated population in an increasingly complex, industrialized technological society.... (p. 1)

The challenge of the 80s for Ontario is to continue this transformation at a rate in accord with the increasing pace of societal change.

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[1]Lakehead University Brief to the Ontario Council on University Affairs, 1981, p. 15.

To a considerable extent the issues facing Ontario are the challenges facing Canada as a whole: international competitiveness, energy management, quality of life both social and environmental, Canadian identity, and an aging population. But in addition Ontario faces its own particular challenges arising from recent shifts in economic and political power. The development of Ontario in the 30-year period following World War II was facilitated by its clearly preeminent position in the country. This position is no longer assured, and there is a very real danger that Ontario could rapidly become a post-industrial backwater if it is unwilling to adapt strategically to the new realities.

These issues have been clearly recognized in the Ontario Government's plan for Building Ontario in the 1980's:

> The Government intends to place Ontario in the forefront of technological innovations and their industrial application. The initiatives...will improve the supply of trained researchers, provide world-class scientific and industrial research facilities and ensure a dynamic climate of innovation in Ontario....(p. 35)
>
> Ontario's educational institutions play a key role in the overall manpower training process and in the research and development activity of the private and public sectors....(p. 35)
>
> The Government recognizes that investing in the people of this Province is vital to preserving and strengthening the industrial base. It is also the way to ensure that the people of Ontario achieve the maximum benefits from the process of economic development. (p. 37)

These commitments stated by the Government attracted strong support from all parties in the recent election campaign. The opposition parties, however, questioned whether the initiatives were sufficient.

In this context, relatively little was said about the role of the university system, other than an emphasis on integrating their research activities more closely with the development needs of industry. But it is in the universities that the conceptual foundations are laid for the innovations that transform society. It was in the universities that the basic advances in mathematical logic and solid state physics made possible development of the computer. It is in the universities that the new study of gerontology is being developed, to assist with the adaptation of our society to the problems of an aging population. And it is the universities which must train the highly skilled manpower required by industrial and governmental laboratories engaged in pursuing technological innovation, as well as the leaders of business and government.

The BILD plan contains a number of specific technological initiatives in areas such as microelectronics, robotics, biotechnology, and toxicology. These are important ventures, but they will in reality be hampered by weaknesses in the research and scientific manpower base of the country. To illustrate, let us look briefly at biotechnology and quote from the recent report of the federal Task Force report on this subject:

> Biotechnology and its accompanying techniques represent a spectacular advance...and major developments will continue to unfold from advances in interdisciplinary approaches to scientific research. ...The erosion of science in universities and government research establishments over the past decade has weakened Canada's current

> ability to respond to the challenges of biotechnology. The strengthening of this science base is therefore a critical priority for the future development of biotechnology in Canada....(p. 2)
>
> If the interdisciplinary science base remains weak and unfocussed, not only will the indigenous development of biotechnology in Canada be diminished, but the ability to acquire and adapt techniques from other countries will be severely impaired. (p. 16)
>
> Shortages in many of the skills required for biotechnological development are already apparent in Canada. (p. 32)

Placing the development of biotechnology in a wider context, the Task Force makes the following remarks:

> There is considerable evidence to show that the prospects for continued growth in an increasingly industrial economy will depend on a country's capacity for the development of high technology. Industries based on high technology have higher R and D intensities, triple the growth rate, twice the productivity, significantly greater rates of employment and less inflation in their prices, than industries not based on high technology. (p. 10)

The concept of human capital became very popular in the 1960s, supporting the massive expansion of education. This notion has more recently gone somewhat out of fashion, while North America has been preoccupied with temporary 'surpluses' of highly educated manpower in some areas, and restraining the growth of the public sector has been the order of the day. The continuing relevance of human capital for economic and social development has been well-argued in a recent Scientific American article. A U.S. Department of Commerce analysis is cited which attributes two-thirds of the growth in the U.S. economy between

1948 and 1973 to the "increase in the number and the education of the work force and the greater pool of knowledge available for the workers."[2]

The authors draw these lessons from the analysis:

> The U.S. cannot maintain its position among the industrial nations of the world unless it pursues policies that encourage the greater use of resources in which the country has gained a comparative advantage as a result of its generous investment in human capital, such as research and development, management and organization, the development of new products and improved services ranging from financing to marketing. What is needed is not reindustrialization but revitalization of the U.S. economy.
>
> Since people represent the principal input of an advanced economy, and since their contributions will vary according to their endowment, their developmental opportunities and their motivation, the nation should pursue policies aimed at strengthening its human resources. The present scanting of public expenditure on education at every level of government constitutes a reversal of a public policy that has served the nation well over the past 30 years. Adverse demographic and financial circumstances are weakening the nation's major research universities with the result that the pool of knowledge and the supply of future talent are likely to be diminished. The consequences for the continued growth of the economy may be serious.[3]

These observations are made in the context of a country where the participation rate in post-secondary education is nearly 50% higher than in Canada.[4]

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[2] E. Ginzberg and G.J. Vojta, "The service sector of the U.S. economy," Scientific American, Vol. 244, No. 3, March 1981, p. 50.

[3] Ibid., p. 54.

[4] Committee Background Data, Table 3.1

It would be most naive to imagine that Ontario can make rapid innovative advances in applied research and development, no matter how much money is poured into it, if the university scientific base, which can only be built and maintained over the long term, is weak. The challenges cannot be met with a university system characterized by deteriorating physical plant, obsolete equipment, inadequate libraries, salaries insufficient to attract and retain the best qualified talent, and an increasingly rigid staffing framework. The trends of the past decade in these respects are alarming and must be turned around if the Province's critical needs are to be met. A fundamental reversal of funding trends is required if our campuses are to become once again outward-looking vital places of intellectual development, rather than inward-looking communities preoccupied with budgetary crisis management directed toward minimizing the damage to the most essential aspects of quality.

We turn in the next section to expanding upon the individual objectives identified by the Committee.

OBJECTIVES

Developing a More Educated Populace

The Committee has indicated its view that this public objective is being realized to a large extent. There are now universities and colleges of applied arts and technology throughout the province offering a wide range of academic programmes. Any student with at least 60 percent on six Grade 13 credits can find a place in some university programme and those with Grade 12 have access to the colleges.

The participation rate in postsecondary education is high in Ontario, including not only the 18-24 age group but those 25 and over; some progress has been made in extending accessibility to women, franco-Ontarians, native peoples, and the physically handicapped. The main dynamic that has brought the postsecondary enterprise to this level, as the Committee points out, has been student demand. The Government of Ontario has met that demand generously on the whole in the past several decades, and in so doing has transformed the nature and quality of existence in this province. There is probably no individual or family in Ontario whose life is not better because of the presence here of a diverse, strong postsecondary system of education.

Despite the size and major achievements of the enterprise, however, the objective of accessibility is still to some extent unattained. As the Report recognizes, many things remain to be done. The faculty and administrators of every university in the province know the problems (financial, pedagogic, logistical) of trying to meet the growing needs for courses and programmes for the over-25 student group at the same time as they are providing for the 18-24 age group at a participation rate within one percentage point of the highest it has ever been. As faculty complements are reduced, instructional budgets cut, and other budget-reducing actions taken, it has become increasingly difficult in recent years even to maintain the earlier commitments to adult education, let alone to engage in new initiatives.

Much remains to be done and universities are eager to do it, but our adaptive capacity is very limited at present, not through lack of will or inability to see the opportunities but because we simply do not have the financial resources.

In addition, the needs for special incentive programmes for native people and for individuals from socially and economically disadvantaged backgrounds are not being met other than in a sporadic way. The improvements in physical access and study aids currently being identified as necessary to assure university access for the physically handicapped

have high price tags, and many administrators in the universities are dismayed at their financial inability to go very far toward meeting these praiseworthy goals. The same holds true in the matter of distance-learning for individuals and groups in remote areas, who often because of their relative isolation need such opportunities even more acutely than do those in the cultural centres of the province.

The Committee has interpreted the phrase "developing a more educated populace" to mean educating more of the populace; that is, they have taken this (following OCUA) as a policy objective of wide accessibility to postsecondary education for as many individuals and groups in our society as are able to benefit. We think that this objective for the university system is as valid now and for the future as it has ever been, and we as a collectivity of universities will commit ourselves to it, enthusiastically and with imagination, if we are funded appropriately.

There is of course another meaning to the phrase "developing a more educated populace", which we believe the Committee should take account of. This has to do with ensuring a more intensive, fundamental, and extensive education for those groups of students already participating in the life and work of the universities. It has to do with more

or better university education for those already receiving some. Few of us who teach in the universities are content with the quality of all the work we do on behalf of our students or with the quality of performance of many of them.

Partly this is matter of too few professors and other resources for the task before us, including, for many of us, larger numbers of students than we can really do effective, sustained work with. There is much to improve in many of our degree programmes and it will be simultaneously exciting for us and enormously valuable to the thousands of students we teach if we are given the resources of time and money to renew continually the complex processes of higher education.

In 1970-71 the Ontario universities' FTE student/FTE faculty ratio was 12.9:1; in 1979/80 it was 14.3:1[5], a significant change in the wrong direction. In the United Kingdom, the comparable figure in 1980-81 is less than 10:1. If the trend to higher student/faculty ratios continues, there is no question that there will be further real deterioration of quality in the educational process.

There is another important dimension to the matter of better educating those who come to the universities, so that they will be able to function

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[5]COU macro-indicators data, unpublished

effectively and well in the wider society. The universities, somewhat like religious institutions, do not exist to serve the surrounding society constrained by the values that the society presents to them. This means that the universities need to take full account of the surrounding society but not to accept uncritically the values and demands made by that society. This is not a proud, exclusive principle but an essential one if the universities really are to serve society well.

The universities are organized on the basis of a very important expectation, that the student will come to see a basic difference between his or her social environment and a wider environment of conscious knowledge and understanding that cuts across it. The student obviously has to pick up from society certain know-how in order to function, but he or she must also understand that our pluralistic, confused society has no real measures for judging itself, other than those which come from the study of the arts and sciences. These measures can only arise from a coordinated vision of the greatness and accuracy of human imagination and thought.

In elementary school only the surface of learning, the acquiring of information and skills, is ordinarily visible. In high school social opinions and attitudes begin to emerge. In the university the basis

of the whole structure can be seen, in the form of a vision of what the world is in comparison with what art and science show us humanity can or could do.

Whatever one studies at a university, arts (pure or applied) or science (pure or applied), one is engaged with a subject in a state of continual intellectual change, as one revolution of perspective succeeds another. The kind of mental training involved in such a process is becoming almost necessary for living in the late twentieth-century world, which demands great revolutions of perspective. It is advisable to consider how the political map of the globe has changed in our lifetime. It is advisable to consider the profound economic, political, social and cultural changes that are following from the organization of OPEC. We should recall the far-reaching intricate work being done in our time on the chemistry and cellular makeup of the human brain. We should recall that moment a few years ago when, through the technological application of modern sciences, the first humans to land on the moon saw the earth as a body out in space rising over the moon's horizon: the moment of moonscape, a new human perspective on the physical universe. We should let our ears recall the difference between twelve-tone music and that of a Bach chorale. These changes and many, many others require of us as many flexible, analytical, well-informed minds as we can train.

Ontario is situated in a wider world in which political regimes and governments rise and fall with amazing rapidity. Our own society, relatively very stable, is anything but secure. Religion and history teach us that human societies are very expendable, and sometimes pass away very quickly. Without the sense of expanding possibilities that serious, disciplined, high-level study of the arts and sciences brings it is difficult to see how a democratic society like ours can survive, let alone bring about the many changes necessary for it to flourish. The universities put great stress on the quest for knowledge and understanding, on the superiority of mental discipline over mindless self-assertion. Because they do that, educating at the present time some 250,000 men and women in Ontario for leadership roles, the place of the universities in our society is strategic and their potential influence on our future is enormous.

Education and Training People for the Professions

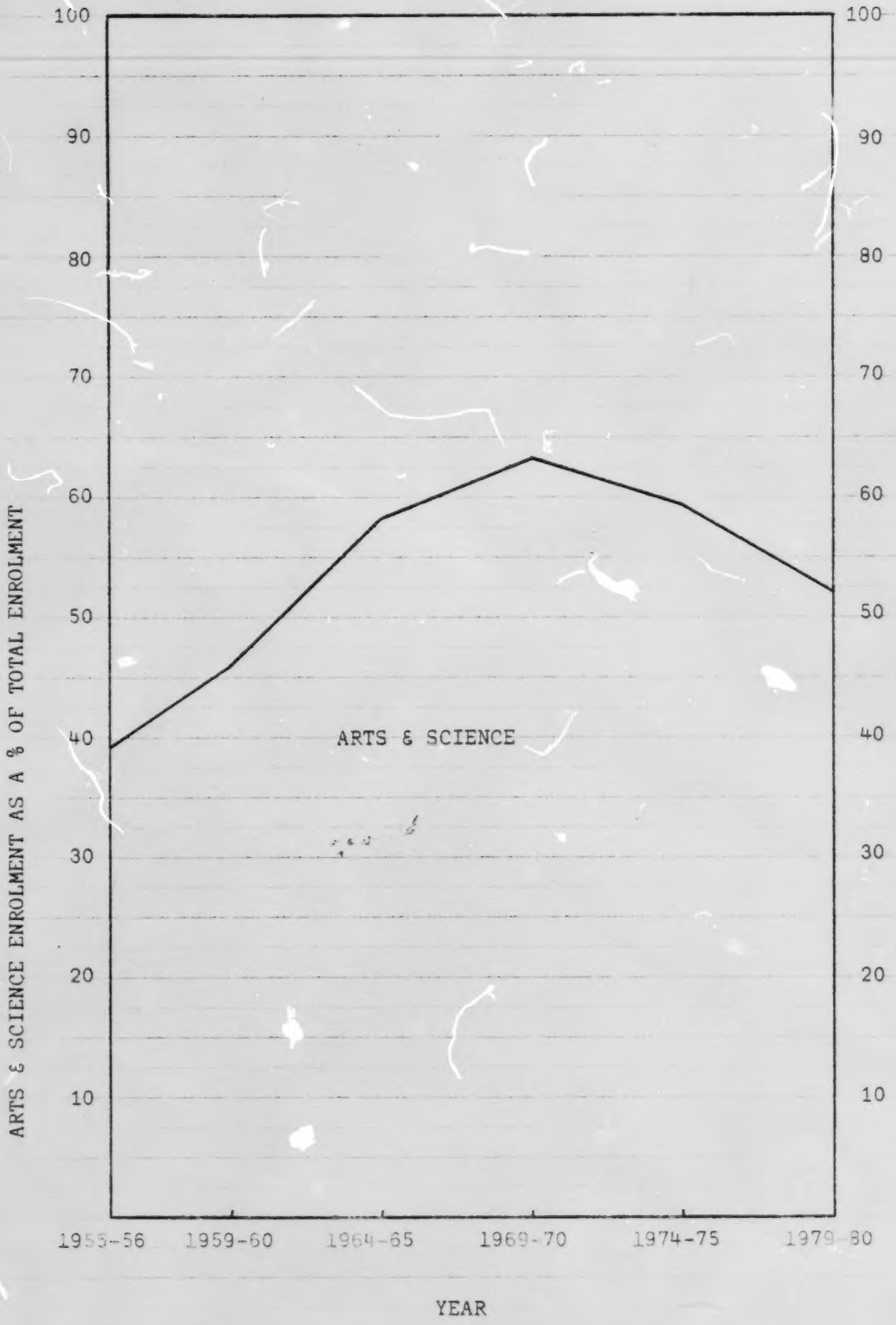
The main idea of this section of the Preliminary Report is that the universities are heavily committed to preparing students for careers, both in programmes that are directly career-oriented and in many disciplines in arts and science faculties, and that the demand for such career education will likely remain very high. It is estimated that something like three-quarters of the current undergraduate full-time enrolment is at the present time in programmes having either a direct or indirect

career or professional orientation. It is also pointed out that the share of enrolment represented by the arts and science disciplines grew during the 1960s and since then has declined, but the Report does not point out that the relative proportion enrolled in arts and science at the end of the 70s is higher than it was in the mid-50s.

The magnitude of the relative shifts over time are shown in the Committee's background data (Table 1.4.1), where it can be seen that in 1955/56, 60.5% of the full-time enrolment for degrees and diplomas at or below the bachelor's or first professional degree level was in directly career-oriented or professional programmes. The comparable percentage in 1979/80 was 45.6. But in the intervening period this enrolment was as low as 35.9% of the total, in 1969/70. Chart 1 shows the trends graphically.

What the next decade will show in the relative proportions of these two groups is unknown, but this will to some extent be determined by government decisions about funding levels and by the universities' internal allocation of resources as well as by developments in the wider society. If the funding levels are very stringent, there will be very little adaptive capacity to relate to changing student preferences and society's definitions of its needs. The above data demonstrate how rapidly these changes can take place. They also show the reversal of apparent trends and should remind us of the need for caution lest

CHART 1


100
90
80
70
60
50
40
30
20
10
ARTS & SCIENCE ENROLMENT AS A % OF TOTAL ENROLMENT
ARTS & SCIENCE
1955-56
1959-60
1964-65
1969-70
1974-75
1979-80
YEAR

unwise resource reallocation decisions, difficult to reverse, are made on the basis of short-term fluctuations.

When consideration of institutional responses to enrolment shifts and changing participation rates arises, we come up squarely to the fact of tenured faculty. There are two simple-minded views of tenure. The idealistic one is that it is an individual privilege entailing the obligation to seek and teach truth in defiance of anyone who would curtail it. The crass view of tenure is that it represents individual job security involving protection from arbitrary dismissal. The reasons for tenure are more complex than either of these would indicate.

Tenure involves a long-term commitment by the university (and, by implication, in our publicly funded system, the government) to the talent and potential of gifted men and women. Its central institutional purpose is to ensure an essential measure of intellectual stability in the search for knowledge and truth. The intellectual map of a university must not be dominated by the shifting winds of popular preference either in its staffing or teaching.

If the tenured complement of faculty in a university were distributed uniformly over the ages 35 to 65, attrition would take place in two ways and replacements would enter in two ways. When the attrition occured through a retirement at age 65, a new tenure award would be made to someone approximately 35 years old. When the attrition occurred

through resignation, early retirement, or premature death, the individual would be replaced by someone at the age of the one leaving the tenured complement. In these ways the tenured complement would retain its uniform age distribution.

This of course is an idealized staffing situation but it is useful for reference in estimating how rapidly the intellectual map of a university can be expected to alter significantly. If we assume that attrition for reasons other than retirement equals the rate of normal-age retirements, 1/30 of the tenured staff would retire each year and another 1/30 would leave for other reasons. The rate of change would be 1/15 per year. The intellectual and academic balance of a university could be massively changed in 15 years.

Because of the very rapid growth rate of the Ontario universities in the 60s, the age distribution of our tenured complements is not uniform. Nonetheless, significant changes in the intellectual balance among the professional faculties, the social sciences, the physical and life sciences, and the humanities can be achieved within fifteen years, that is, within the period of one-half the full duration on a tenured position.

We have stated that by granting tenure a university makes a long-term commitment to a gifted man or woman. By accepting tenure the faculty

member also assumes an obligation to the academic health of the university. He or she honours this by achieving intellectual growth and by responding to the needs and opportunities of the particular academic discipline involved, set in the context of the intellectual map of the whole university. To be responsible to the university through tenure means to have a special competence and knowledge in some area of the whole and to reach out constantly toward a wider significance for one's specialization. It also entails the obligation to recognize the boundaries of one's own ignorance.

Up to this point in the period of chronic underfunding we have been able, while respecting tenure agreements, to accomodate many enrolment shifts, but the situation has become very difficult in high demand areas. In faculties of business or engineering, for example, the universities are unable to come near to paying competitive salaries or to provide a sufficiently attractive working environment to retain some of our badly needed top professional talent, and the flow outward has started, to private industry, to other provinces, and to the U.S. Salary competitiveness is becoming a serious problem, and if it continues, we certainly will not be able to accomodate even the limited proportion of qualified applicants we are now able to admit to those areas currently in high demand. This is a crucial point. In 1980/81 our ability to meet the demand in these areas is severely limited. In most professional disciplines, not just those like medicine traditionally difficult

of access, universities have had to establish enrolment ceilings or quotas. Even so, faculty/student ratios in many of them have slipped badly in recent years, and the capacity of faculty members to give attention to individual students' work has been sharply delimited. In senior engineering classes, one of the hard-hit areas, this is a major weakening of professional training.

The universities of Ontario, as the Preliminary Report indicates, are able at present only partially to fulfill the mandate to educate and train people for the professions. Much remains to be done. As with the first objective, so here, we are ready and willing to meet the rapidly expanding student demand for professional education, to update and revitalize the professional programmes we now have, to create new professional and career-oriented programmes, to offer professional training to part-time students, to provide continuing education to professionals who need to stay abreast of developments in their fields, and to expand research in those professional fields where, in some cases at least, it is so far very undeveloped. There are many opportunities now being lost in this whole area which, if they can be seized, will greatly improve the quality of the professions in their impact on Ontario and Canadian society.

Another important aspect of the universities' obligation to provide education for careers is touched on in the Preliminary Report. That

is the somewhat oblique but unmistakably major role played by many arts and science disciplines in training men and women for effective, satisfying careers. Since there is a widespread view in our society that students enrolled in arts and pure science programmes are somehow engaged in useless or nearly useless pursuits, it is our duty to state here how wrong-headed and superficial this view is. Employers by and large (as well as students) are not taken in by it, as the favourable employment statistics for our arts and science graduates indicate, but still the view persists.

It is true that most university degree programmes, as distinct from those in colleges of applied arts and technology, have a large theoretical component. The advance of knowledge and understanding of complex subjects to do with man and nature requires this, and is in fact the major driving force in a university. It is this force, exercising itself regularly in both individual and team research and scholarship, which above all characterizes and defines a university.

This does not imply, however, that the universities are unaware of or unresponsive to the surrounding society and its definitions of its needs. On any given day there are many thousands of students, technicians and faculty members on our campuses considering the possible social impact and use of the knowledge and skills being learned.

The difference between the colleges of applied arts and technology and the universities is not that the universities do not graduate each year thousands of people with practical, useful and immediately transferable understanding and skills. They do graduate thousands of such people. The difference is that the university graduate has been trained to understand, at least to the state of the art at the moment he or she is a student, the theoretical basis underlying the matters or knowledge that he or she wishes to apply. Such men and women can generate new knowledge as well as apply it. In addition to thinking about what society is now doing in a particular health profession or engineering discipline or school programme in physical education, he or she is expected also to think about what the other possibilities are. The universities, then, have two major driving forces, the internal thrust in the academic disciplines themselves and the facts and demands and definitions of manpower needs that society presents us with. Because of our acceptance of that double challenge we are more like a powerhouse in society than an ivory tower, and much of the education we provide is eminently useful, practical, and necessary to the wider society. This is true of the arts and science faculties as well as the professional ones: students in disciplines like English, French, other languages, music, art, economics, computer science, geology, geography, chemistry, etc., etc., learn very useful, professionally applicable knowledge and skills. In the arts and science faculties, also, some students (for example, premedical or prelaw)

proceeding later to professional faculties receive their basic preprofessional education. In professional faculties like business, engineering, and physical education, moreover, there is extensive use of the arts and science faculties for central portions of the first degree programmes.

Providing for Study at the Highest Intellectual Level AND Basic and Applied Research: Development and Evaluation

During the 70s it has seemed to many faculty members and administrators in the Ontario universities that government and its advisory bodies on university affairs have developed a near-obsession with the need to rationalize, control, restrict, or otherwise dampen the graduate studies enterprise. At the same time many of us have become increasingly aware that the system of graduate education fashioned in Ontario in the last twenty or twenty-five years is the envy, both in its overall richness and quality and in its comprehensiveness and shape, of many people in other jurisdictions throughout Canada and the rest of the world.

In some disciplines, Ontario's graduate programmes have achieved international distinction. Examples can be drawn from the comments of outside consultants engaged for ACAP planning assessments; they include political science, physics, astronomy, psychology, mathematics, and computer science. While it is not perhaps a reasonable goal that

Ontario should expect to achieve this level in every field, it should be stressed that Ontario derives great benefit through being at the international frontier of intellectual development in at least a few selected disciplines. Maintenance of these peaks of achievement, already seriously jeopardized, will be impossible if the bleaker scenarios in the Report are played out in the 1980s.

We suspect that the scepticism about the graduate enterprise has to do with more than cost considerations, that it derives from a lack of understanding of what scholarship and research are, and of why they are crucially important to a society such as ours. It is in the graduate and research areas that study at the highest intellectual level takes place. Without such study and work the activities of the proposed Ontario Board of Industrial Leadership and Development (BILD), like those of numerous other scientific and cultural bodies in our society, will not have the highly qualified people they require to carry out their purposes. The Preliminary Report recognizes a possible scarcity of replacements for faculty later this decade if our graduate and research programmes are run down. It should be noted that the age profile of universities is paralleled in other sectors and that the universities will be expected to provide expert replacements for sectors well beyond their own confines. There is a tendency for many to regard graduate work at the doctoral level as an essentially incestuous activity, concerned with reproducing university faculty. It is not commonly understood that only just over one-third of PhD graduates in Canada go into university teaching positions, and that

this pattern has not changed markedly over the past decade. In 1978-79, the percentage finding their immediate post-graduate employment in university teaching was 36%, while 16% took research fellowships, 9% went into private research institutes, 6% took community college teaching positions, 11% went into industry, 12% were employed by government, and 8% took other positions.[6] That is, 62% did not become faculty members but went into other kinds of work. Thus the products of the highest level of intellectual training are widely distributed in positions throughout the public and private sectors of our society.

If our library and equipment budgets continue to decline in real terms as in recent years and our graduate and research programmes weaken or disappear, instead of being strengthened as necessary, then the universities of Ontario will sink into bush league status and be unable to provide the intellectual dynamics so essential to the Province.

At this time of reassessment and redefinition of the goals of the universities in Ontario (and of the means to achieve those goals), it is essential that policy makers and others pay special attention to the centrality of scholarship and research in our universities, for this is the basis of everything we do, including teaching, though the interconnections of teaching and research are not generally as

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[6] L.A.K. Watt, "Canadian Association of Graduate Schools: Employment of New PhD Graduates, 1978-79," Table 1.1, p. 5. The pattern of course varies by discipline. The percentages entering university teaching in the four major discipline groups are 57% for the humanities, 46% for the social sciences, 24% for the natural and applied sciences, and 22% for the life sciences. But even in the humanities, significant numbers find positions in sectors such as government and industry. We believe this illustrates a desirable development, one which could usefully be extended.

well understood as we would wish. It is probably not difficult to see why society, often including students and even an occasional faculty member, is suspicious about scholarship and research. Because of the tendency of advanced study to become narrowed into smaller and smaller areas, scholarship and research give an illusion of withdrawing from social issues. The opposite of this is that much applied or professional education tends to encounter social issues head-on, and so in a short-term view seems more relevant and more socially important. The research-minded purist may think the study of applications somewhat disreputable for a serious academic. The social reformer finds the scholar's concerns obscure and socially reactionary in their ability to consume public resources and in their capacity to remove individuals from direct social and political action. According to the first principle, we get a hierarchy of academic values in which research, the purer the better, is at the top. By this principle the research team and the strong graduate school university become a kind of social counter-environment. According to the second principle, we get a hierarchy of values in which immediately visible social relevance and the teaching of undergraduates (undergraduates are thought to be more clearly part of the real world) are given top value. But only through a synthesis of these two principles can we understand the complex mission of the university.

The usual definition of a university tells us that it has two main functions: the carrying out of research or scholarship leading to new knowledge, and the disseminating of that knowledge through teaching and, often but not necessarily, publication. The training of our most advanced students, some of whom become faculty members, is a good illustration of how we prepare for this dual task. At the master's and doctoral levels two main purposes are at work. The graduate courses and comprehensive examinations (and usually also the accompanying teaching assistantship duties) are to prepare the student to teach or otherwise to function in a wider field than that of his or her special research interest, to be able to 'translate' scholarly work into forms suitable for the classroom. The thesis, on the other hand, is to demonstrate that the individual has the capacity to make an original contribution to scholarship. The thesis, then, by implication, primarily relates the one who completes it to a specialized community of scholars, while the courses and comprehensive examination relate him or her to a wider community of non-specialists. This latter group is symbolized, and to some extent represented by, his or her undergraduate students. If the particular master's or doctoral programme is in what is called an applied or professional discipline, the two communities embraced upon graduation may take somewhat different forms, perhaps an industrial or governmental research group, on one hand, or a technical or administrative or public policy group, on the other.

The two main thrusts of our graduate degree programmes are paralleled to some extent in our undergraduate baccalaureate work, where term papers, essays, and senior theses are all means for introducing individuals to in-depth study, and are designed to complement the more comprehensive intellectual exposure to a subject found in courses and student preparation for examinations. Even at the freshman level we attempt to involve students in a form of preliminary research or scholarship that will take them beneath the surface of their subject. This is difficult and very demanding work, for teacher and student alike, but many such experiences are required to discipline and train the human mind.

Large numbers of undergraduates who evince no particular desire or aptitude for the kind of continuity of individual intellectual effort traditionally associated with essay composition, careful experimentation, preparation of laboratory reports, and senior thesis writing pour into modern universities. The marked student preference for scheduled classes, reliance on group discussion, reduction of writing assignments to as few as possible, and the often expressed desire for the abolition of examinations lead faculty members to wonder at times whether a large proportion of the early generations of students who have been raised on the stimuli of the electronic media, with their moment-by-moment impact, have been crippled for the kind of in-depth, sustained intellectual activity necessary to the mature handling of complex

matters. There are still a gratifying number of thoughtful exceptions capable of the kind of effort that lies at the very heart of genuine scholarship, but we now have large numbers of a different kind of student. This is a statement of fact, not a complaint. We recognize that a much larger proportion of Canadians of all ages is engaged in postsecondary education than ever before, and we are convinced that the social, economic, and cultural benefits to Ontario and Canada are very great. In Ontario at present about 13% of the 18 to 24 age group are in university. This makes enormous demands on us. We recognize that we are not training advanced scholars and researchers only. We know and accept that one of our major functions is to enter into an intricate, sometimes baffling but usually exciting educational process with a great variety of human beings dispersing into all parts of our society when they leave us.

In the new conception of the universities' place in the community that may now be emerging it is necessary that there be clear government recognition of the inseparability of teaching from research or scholarship. It must be understood that when research is made secondary to teaching the teacher falls behind in his or her subject and the teaching suffers, though this fact may not be immediately apparent to undergraduates who are being introduced to the subject at the university level for the first time. On the other hand, it must also be understod that when teaching is made secondary to research the scholar loses touch

with the social context of what he or she is doing, and the student suffers accordingly. This is probably more disastrous in an arts or professional discipline, like medicine or engineering, than in a physical sciences discipline, though even here one worries about the incapacity of a student who has little or no sense of where his or her particular activity fits into a larger cultural whole.

Without substantial blocks of time every year, however these are distributed throughout the months, and without research leaves periodically, it is impossible for a faculty member to do the intensive, sustained scholarship through time that is essential both to the research and the educational mandate of the universities.

There is another reason that the members of good universities aspiring to be even better insist on the inseparability of teaching from research. Ours is a society in which we are barraged daily -- through television, newspapers, billboards, insistent memos, and what seems an endless round of talking -- by attempts to possess our minds and emotions. Many of these attempts are less than open and honest, and deal regularly in misinformation and various advertising or propagandist tricks. There are many attempts to manipulate whole populations or sectors of them for purposes that are not stated openly. In such a world reasoned argument, respect for facts, education of the imagination,

alertness to superficiality and distortion, and the genuine pursuit of knowledge in depth must have the highest priority. The scholarly book and the research paper, the logical children of undergraduate essays, graduate seminar papers, and theses are among the technological instruments that make democracy a working possibility, because in them, in the form of clear, expository prose (and numerical formulations), the writer puts the evidence before us. He acknowledges his sources, he reduces tricks of language and symbolism to a minimum, and he relies for a receptive hearing on the coherence and inner force of his argument. It is this kind of process that enables men and women to live by their wits. It is this kind of activity that counteracts the natural tendency in all of us to surrender to the sensation or message of the moment, instead of making the necessary mental effort to put it into some kind of meaningful pattern of whatever else we know. Universities are by no means the only places these purposes or activities are valued, but they are one kind of place that cannot survive without them.

Providing Service to the Community

The Preliminary Report recognizes that the major services to the community by the universities are teaching and research, but that beyond these, the universities play a significant role in community service. Because of the pool of expertise developed in our universities in the execution of their primary roles, the communities in which the institutions are located as well as the wider provincial, national, and international communities rightly look to us for a wide range of services. These

include use of university personnel as consultants, commissioners, mediators and arbitrators. A great deal of faculty and staff time is spent annually in Ontario and Canada on a wide range of special services to the community including work on government bodies. Industries increasingly look to the universities for the scientific, technological, and managerial expertise that they must have if such thrusts as the Ontario of BILD are to become realities. In addition, notes the Report, the community looks to us for public lectures, concerts, theatre, art exhibitions, and athletic events. In smaller communities, the university is often the dominant provider of cultural services.

These are examples of services that the universities are ready and willing to continue offering, but some of them at least, because they are not strictly part of our educational and scholarly mandate, are particularly vulnerable in a period in which budgets are being slashed and administrators must look for cost items to be eliminated.

Another point worth mentioning here, although it is not normally thought of as a community service, is the economic impact of a university on the region in which it is located. As major employers and purchasers of goods and services the universities of Ontario have become very large facts in the economies of their respective areas. Reduction of activity or closure would have very negative impacts on their communities.

FUNDING

The first section of the Preliminary Report does an excellent job of describing the objectives of the universities and identifying what remains to be achieved; the second section of the report equally well describes the consequences of failing to fund the universities in accordance with the objectives. If Ontario is to maintain its place as an advanced society in the decade of the 80s, the costs of cultivating the intellectual infrastructure must be met. We hope and expect that the Committee will take a firm stand on the costs of responding to Ontario's needs.

It is important to see the funding options postulated in the Report against the background of the past decade. We have used a simple version of the current OCUA model to recreate the funding needs of the Ontario universities since 1971-72, and compared these with the actual funding. (This model, it will be recalled, provides for inflation, PTR, efficiency gains, and 50% of enrolment variation.) Over the eleven years, the average gap between calculated need and actual funding according to this analysis is 2.2% per annum. Over the most recent five years the gap is 3.7%, over the past three years it is 4.6%, and for 1981-82 it will be 5.5%.[7] These have been the trends against which the future should be contemplated.

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[7] OCUA values for recent years have been recomputed on the basis of more recent information on enrolment and inflation.

The underfunding of recent years has been extensively analyzed in successive annual COU operating grants briefs to the Ontario Council on University Affairs. Rather than make the case in detail again here, we append our latest brief, entitled A Future of Lost Opportunities?, to this submission. We note in particular a new section in this year's brief, which challenges the argument that Ontario cannot afford to better support its universities. The title identifies our concern that Ontario cannot afford not to.

The Committee's Model 1a shows the costs increasing slightly in constant dollar terms through the 80s. It provides however only for certain structural factors (such as the skewed faculty age profile), in order to maintain a university system of the present scale. As the Committee observes, it is the only one of the models given which will make it possible to enhance the ability of the university system to meet the objectives outlined. No provision is made for repairing the damage of the cost squeeze of recent years, except to an extent in the case of equipment replacement. In this respect, it is a modest proposal, perhaps modest to the point of being inadequate.

We wish to stress the importance of a funding approach which will permit recovery from the severe damage our equipment inventories have suffered through recent years of underfunding. The deterioration and obsolescence of scientific equipment has had a markedly adverse

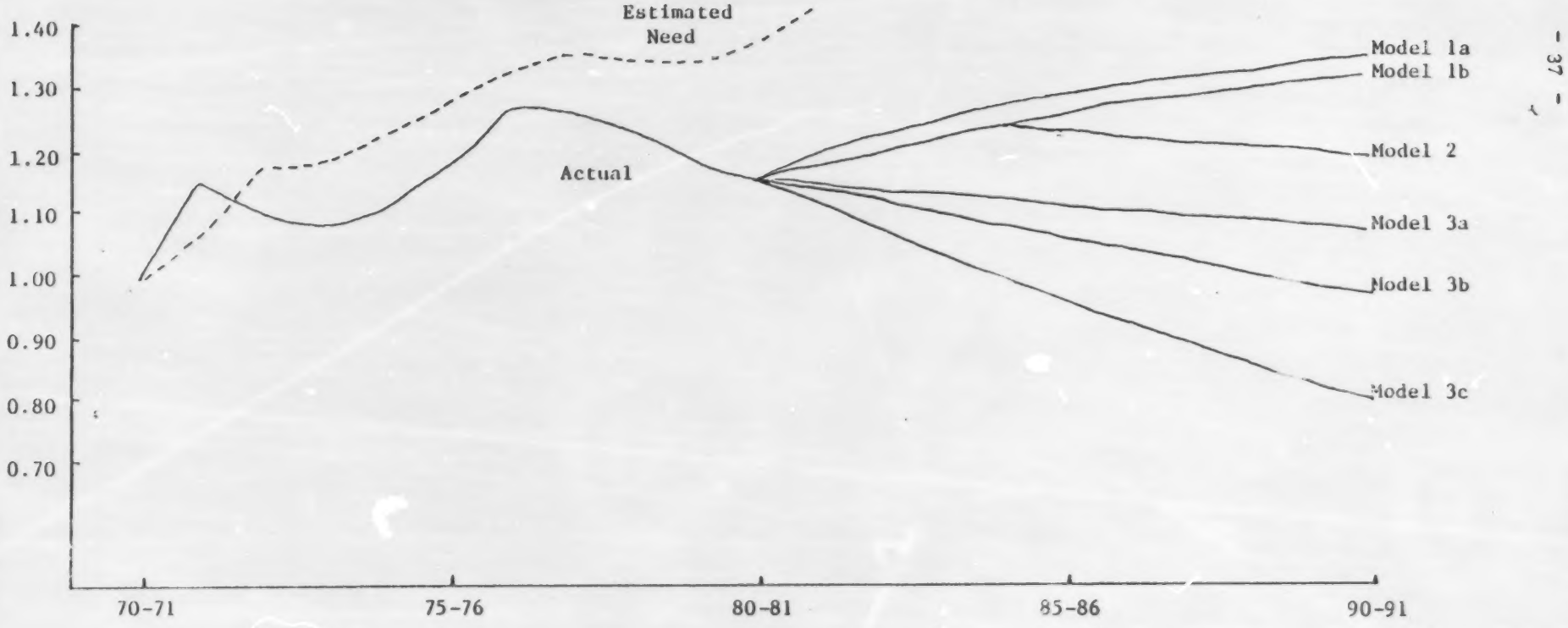
effect on both instruction and research. The forefront of knowledge cannot be pursued and communicated with obsolete or non-functional equipment. And libraries too, which have suffered a dramatic reduction in purchasing power in recent years, represent intellectual equipment. One of the virtues of Model 1a is that it includes additional funding for equipment and furniture replacement on a 15-year replacement cycle, which is twice as rapid as recent funding has allowed. Our only reservation is whether the proposed $25 million a year will be adequate, particularly to allow sufficient catch-up in the next several years.

That there is no significant overall catch-up involved in Model 1a is graphically shown on Chart 2, which plots actual funding since 1970-71 against reconstructed OCUA model need calculations. The widening gap since 1976-77 is clearly demonstrated. If our simplified OCUA model had been consistently applied for the past decade, funding for 1981-82 would be 19% higher than it will be. Extending Model 1a to 1990-91 does not bring the level of funding even close by then to our reconstructed values for 1981-82; it is still 7% less.

Model 1b is a slight variant of 1a, which requires some reduction in staffing through attrition in order to fund equipment replacement.

Model 2 demonstrates the inadequacy of the OCUA funding model if extended throughout the next decade. It requires scaling down the system by some 10%, with a significant impact on the degree to which the objectives

CHART 2


1.40
1.30
1.20
1.10
1.00
0.90
0.80
0.70
Estimated Need
Actual
Model 1a
Model 1b
Model 2
Model 3a
Model 3b
Model 3c
70-71
75-76
80-81
85-86
90-91

could be attained. We would have a smaller and much less flexible system.

We note that Model 2 is based on enrolment projections which envisage an enrolment increase to the middle of the decade, and then a decline based on the size of the 18-24 age group. As the Report itself notes, a return to the 1976-77 participation rate (an increase of one percentage point) would maintain current enrolment levels from the traditional client groups alone. And the Report outlines, in the section on objectives, a number of areas where accessibility could be extended to counterbalance any decline in the traditional clientele. We also believe that it would be in the interests of the Province to redirect any resources which might be freed up by possible enrolment decreases to buttress the universities' capacity to contribute to the research and development needs of Ontario. This is why we favour, for the 1980s, Model 1 which does not base funding on enrolment.

Models 3a, 3b, and 3c are not based on estimates of need, but simply provide the system with annual increments less than inflation, by 1%, 2%, and 3% respectively. They would scale down the system by approximately 20% (3a), 30% (3b), or 40% (3c). We will focus our comments on the middle variant of Model 3, i.e. 3b. This is the model under which the universities have been funded over the past 5 years, 2.2% less than inflation each year on average.

The Report suggests that the universities could adapt to Model 3b by restraining salaries by 3% per annum below the rate of inflation. By the end of the decade, salaries would be 30% below inflation. Given the degree to which salaries in Ontario universities have f len behind those of comparable groups in recent years,[8] such an option is clearly untenable. The alternative mechanism for adaptation would be complement reductions by 30%, or 3,800 faculty and 5,300 non-academic staff. In the case of academic staff, only a small part of such a massive reduction could be achieved through attrition. Compulsory redundancies would have to be declared, fought over, and paid for. With respect to cost, one could postulate severance settlements for 3,800 faculty at two years' salary; with an estimated average salary of $36,000 in 1980-81, the total bill in constant dollars would be $274 million. One could only speculate on the additional costs of litigation, but they would be substantial. Even if such draconian steps were seen as feasible, and we seriously doubt that they are, they would represent a tragic waste of the highly skilled human resources which could, and should, be utilized in the service of the people of this Province.

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[8] This is thoroughly documented in the COU Operating Grants Brief, March 1981, entitled A Future of Lost Opportunities? (pp. 25-27). We note that both academic and non-academic salaries are significantly below comparable groups.

Finally with respect to funding, we note the Committee's brief reference, without quantification, to the capital needs of the Ontario universities in the 80s. We hope that this matter will be taken up in the final report as a matter of high priority. In a report last year, OCUA identified a cumulative shortfall in capital funding for major repairs and renovations of some $47 million.[9] This was computed on the basis of 1% annually of the value of the space inventory. COU considers this to be conservative, believing that 1.5% is a more appropriate value. But funds provided in recent years have come nowhere close to the 1%. We note that three equally important elements are included in this calculation of capital funding needs: major repairs for maintenance of building fabric, alterations to allow adaptation to changing needs, and alterations for regulatory reasons. There is no allocation included for new buildings. The following points should be stressed:

- Major maintenance shortfalls are accumulating and cannot be avoided indefinitely. Physical plants with a rate of utilization much higher than that of most businesses, in operation evenings, and weekends, also deteriorate more rapidly.

- Significant shifts in student interests, particularly between classroom-based and laboratory-based programmes, entail major costs if the institutions are to respond.

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[9] A Financial Analysis of the University System - 1980, pp. 21-22.

- Government legislation has placed an increasing burden on the universities by requiring major alterations, eg. for reasons of fire, occupational health and safety, containment of biological and radiation hazards, and, in forthcoming legislation, access for the disabled.

In the overall picture, the capital refurbishment needs of our universities can be met at reasonably modest cost, particularly if they are debenture funded. Our 1981 Operating Grants Brief to OCUA argues that this mechanism is proper public policy. The point we wish to stress is the folly of continuing to put off these needs which will not only catch up with us eventually, but in a more expensive form if too long delayed.

STRUCTURE OF THE SYSTEM

The third section of the Preliminary Report deals with the structure of the university system, and provides a useful description of various possibilities and their implications. After a brief review of the elements of university freedom and autonomy, of the responsibility of the government to make basic decisions of public policy that provide a guiding framework for the universities, and of the necessity for accountability for massive public financial support, the Preliminary Report proceeds to explore at some length various models for the structural relationship between the universities, COU, OCUA and the government.

Structural relationships should be based on a clear understanding of what are the goals for which the structure exists. Words like 'rationalization' and 'coordination' have been prominent in the documents of OCUA. Such words are not goals. They are rather means to ends. COU believes that the issue of structure can be reviewed intelligently only if there is a clear definition of the objectives the government wishes the universities to fulfill and a description of a policy and institutional framework conceived to be suitable to realize the stated objectives. The inclination of the government to state very broad objectives such as those stated in the Preliminary Report and to expect a high level of social responsiveness to these through wide ranging accessibility simply begs the question of what is to be managed if there are insufficient funds.

Further, before the specific future of 'system structure' can be intelligently considered it is essential to confirm what elements of management under provincially defined objectives can best be effected by the individual institutions themselves. With openly and clearly defined provincial objectives against which to monitor the validity of institutional initiatives, and with funding levels based on necessary principles of stability and predictability and sufficient to achieve those objectives, individual institutions can and should exercise responsible autonomy in the management of their resources. The role of 'system structure' is then to provide for advising government on the needs of the universities within the context of these clear objectives, and for effecting a stimulating and critical monitoring of the actions of universities in relating their own plans to the defined provincial objectives. What is not the proper role of central structure is the management of the decline of the university system through developing forms of ad hoc intervention on premises not publicly stated and confirmed by the government.

The major issue identified in this section of the Report is the degree to which the university system requires a planning authority. The thrust of the Committee's observations is that the worse the financial future, the more outside intervention into university decision-making will be required. We do not find this argument compelling, except

possibly in extremis. There is no doubt that the worse the outlook, the harder will be the decisions which must be taken. But it does not necessarily follow that those decisions should be taken centrally. Over the past few years, the universities have adapted, albeit with difficulty, to significant underfunding without central direction. We are not convinced that the outcome is a system of lower quality than might have been achieved through system planning with centralized executive authority.

In the extreme case, as represented by models 3b and 3c over the course of a decade, the Committee is probably right that incremental change would not be sufficient. Institutional closure would be called for, and it would certainly require legislative intervention. But apart from this, management of each university must be in academic hands, so that academic values will predominate in decision-making in a way not possible if an outside body of government appointees is responsible. Short of the necessity for dramatic measures, we do not favour an increased degree of central control, for instance by the imposition of enrolment quotas.

Any solution to the problems of structure must preserve the following three fundamentals of university autonomy:

1. The right to select and appoint faculty and staff;
2. The right to select and admit students;
3. The right to set and control curriculum.

These are powers vested in the governing bodies of the universities in Ontario by the Acts establishing them.

It should be noted that there is a good deal of inter-institutional cooperation among the Ontario universities, in both formal and informal ways. The appraisal and planning of graduate work is by far the most extensive example, as noted earlier in this brief. The Ontario system of graduate education, for all its faults, is the envy of many other jurisdictions. We anticipate that our current plans for the further evolution of the graduate system will lead to further improvements, both academic and fiscal. Already we have a long list of bilateral and multilateral agreements by which strengths are shared, weaknesses are reduced or eliminated, and the students involved receive an education superior to that which would be possible in a wide-open entrepreneurial system of fierce competition among universities.

On the undergraduate level, aside from costly professional areas like engineering, medicine, law, etc., we do not see the desirability or necessity of further centralization of planning. There is already a good deal of shared knowledge and information about programming

and this is constantly being extended through regular meetings of chairmen, deans, vice-presidents (academic), and other officers of the universities, as well as by the many hundreds of less formal but nonetheless influential contacts among faculty members and students of various institutions.

These positive things having been said about the extensive cooperation that exists, it needs to be recognized that cooperation beyond a certain point is neither desirable nor possible. Where a particular programme is strong and flourishing, it makes little sense to coerce it into "cooperation" with one at a neighbouring institution. There are real dollar costs in cooperation, because of the unavoidable infrastructure that comes into being and because of the communications and travel costs involved. Each proposed cooperative venture should be assessed hard-headedly in advance to see whether its academic benefits will outweight its costs in both human time and dollars. In no way is it realistic to expect cooperation to make a significant contribution to solving problems arising from basic underfunding.

With respect to the nature and function of the Council of Ontario Universities, we recognize the limitations that the Preliminary Report indicates. For the reasons outlined, this Council "is not the appropriate body to assume decision-making responsibilities on behalf of the system" (p. 42). Neither it nor the Ontario Council on University Affairs

planning authority. The Council exists at the volition of fifteen autonomous institutions, each of which is very different from the other fourteen. The deliberations of the Council are conducted in a spirit of mutual respect and many worthwhile conclusions are come to. The Council's research and communications functions are essential to the wellbeing and evolution of the system. The existence of the Council is important to the further differentiation of the system that we and others recognize as desirable and necessary.

If the overall purpose of this brief from the Council of Ontario Universities to the Committee on the Future Role of Universities in Ontario is realized - by a turnaround in the funding of the universities - there is no need for major structural or organizational changes in the present system. If that goal is not achieved, the individual institutions and the Council of Ontario Universities will have to play major roles in helping to make the hard decisions involved in retrenching the system. We do not favour or support any mechanism of decision-making about university programming that removes from the institutions themselves the responsibility for such actions. Our considered view is that the universities of Ontario should be recognized by the Government of Ontario as an indispensable foundation on which to build even better services to the people of Ontario and Canada than so far we have been able to.

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has the legal authority to do so, this authority being vested in each autonomous university's charter. The Council of Ontario Universities does have major roles to play and should build on its strengths as the following:

1. a very important consultative advisory body;

2. a communications vehicle among the universities themselves and between the universities and the public, government agencies, and other bodies;

3. a research agency, doing for the individual universities and the collectivity certain tasks that would be both more costly and less comprehensive if done by the institutions separately;

4. a manager of cooperative activities (e.g. monitoring graduate developments, running a centralized applications centre, operating an information and coordination service in teaching and learning);

5. an articulate, well-informed lobby on behalf of the universities.

With particular reference to system planning, COU wishes to be deeply involved in analysis and in evaluation of academic quality (at the graduate level) but, by its very nature, is not suited to assume